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Chairman: Mr. Maurer ..... (Switzerland)
later: Mr. Sene (Vice-Chairman) ..... (Senegal)
Vice-Chairman of the Advisory Committee on Administrative and Budgetary Questions: Mr. Kelapile

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The meeting was called to order at 10.10 a.m.

Agenda item 134: Improving the financial situation of the United Nations (*continued*)

1. **Ms. Kane** (Under-Secretary-General for Management), accompanying her statement with a computerized slide presentation, said that she would focus on four main financial indicators: assessments issued, unpaid assessed contributions, available cash resources and debt to Member States. The overall picture was mixed, although there had been improvement in some areas.

2. Turning first to the regular budget, she noted that levels of assessments and payments had both been higher in 2009 than in 2008, by $619 million and $690 million, respectively. Unpaid assessed contributions had decreased to $335 million as at 31 December 2009, compared to $417 million a year earlier. By the end of 2009, 136 Member States — or 10 fewer than in 2008 — had paid their regular budget assessments in full. She urged the remaining Member States to pay their assessed contributions for 2009 in full as soon as possible. Of the total of $335 million outstanding as at 31 December 2009, 88 per cent had been owed by a single Member State, 6 per cent by two other Member States and 6 per cent by the remaining 53 Member States. By 30 April 2010, 74 Member States — or 2 fewer than by 30 April 2009 — had paid their regular budget assessments in full, although 2 additional States had paid in full since then.

3. The financial position of the regular budget as at 30 April 2010 as compared to 30 April 2009 reflected the net result of both lower assessments and lower payments received. Unpaid assessed contributions had been $395 million lower on 30 April 2010 than a year earlier, while payments received by 30 April 2010 had been only $20 million lower than on 30 April 2009. There had also been a decrease of $333 million in the regular budget assessment for 2010. Over 94 per cent of the $1 billion outstanding on 30 April 2010 was accounted for by nine countries. The final outcome for 2010 would depend on the action taken by those Member States.

4. Cash resources for the regular budget comprised the General Fund, into which assessed contributions were paid, the Working Capital Fund, authorized periodically by the General Assembly, and the Special Account. As at 30 April 2010, the total cash resources available had stood at $1,543 million, compared to $918 million on 31 December 2009, which reflected a net increase in payments over expenditures in the first quarter of the year. The modest increase in the Special Account resulted from accumulated interest. The final cash position would largely depend on the action taken by the nine countries that had not yet paid their regular budget assessments.

5. Financial outcomes for peacekeeping activities were hard to forecast because of unpredictable demand. That, together with the fact that the financial period for peacekeeping ran from 1 July to 30 June rather than from 1 January to 31 December, the issuance of separate assessments for each operation and the issuance of assessments for different periods throughout the year, depending on the mandate period approved by the Security Council for each mission, complicated a comparison between the financial situation of peacekeeping operations and that of the regular budget and the international tribunals.

6. The total amount outstanding for peacekeeping operations at the end of 2009 had been just under $1.9 billion, which was $1 billion less than the amount of $2.8 billion outstanding at the end of 2008. Of the amount outstanding at the end of 2009, approximately two thirds had been owed by two Member States.

7. The unpredictable amount and timing of peacekeeping assessments made it more difficult for Member States to keep fully current with their payments. The 38 Member States that had paid all their peacekeeping assessments as at 31 December 2009 therefore deserved special thanks.

8. Although the cash available for peacekeeping at the end of 2009 had been over $2.3 billion, that amount had been divided among the separate accounts maintained for each operation and there were restrictions on its use. The General Assembly had specified that no peacekeeping mission should be financed by borrowing from other active missions, and the terms of reference of the Peacekeeping Reserve Fund restricted its use to new operations and the expansion of existing operations. At the end of 2009, cash balances for peacekeeping had totalled $1,728 million in the accounts of active missions, $457 million in those of closed missions and $142 million in the Peacekeeping Reserve Fund.

9. The financial position of peacekeeping operations as at 30 April 2010 showed improvement over the

situation at the end of 2009. Against new assessments of over $3.3 billion by that date, contributions of over $3.9 billion had been received, reducing the amount outstanding from over $1.8 billion to under $1.3 billion. Some 72 per cent of the amount outstanding for peacekeeping operations as at 30 April 2010 had been owed by six Member States. She expressed special thanks to the 24 Member States that had been fully current with their peacekeeping assessments due and payable as at 30 April 2010. Two more States had paid their peacekeeping assessments in full since that date.

10. It was estimated, on the basis of projected receipts and disbursements and of the proposed retention of cash balances in closed peacekeeping operations, that total cash available in peacekeeping accounts at the end of 2010 would amount to about $2.9 billion, with $2.4 billion in the accounts of active missions, $412 million in the accounts of closed missions and $141 million in the Peacekeeping Reserve Fund.

11. Of the $412 million expected to be available in the accounts of closed missions at the end of 2010, $218 million had been set aside for payment of outstanding liabilities, such as troop and equipment reimbursements, leaving only $194 million freely available for possible cross-borrowing for other accounts, including the regular budget, the international tribunals and active peacekeeping operations. Cross-borrowing from the accounts of closed peacekeeping operations had been required in 2009 for four active operations, namely the United Nations Mission for the Referendum in Western Sahara (MINURSO), the United Nations Operation in Côte d'Ivoire (UNOCI), the United Nations Observer Mission in Georgia (UNOMIG) and the United Nations Integrated Mission in Timor-Leste (UNMIT). The need for cross-borrowing would of course be obviated if assessments were paid in full and on time.

12. As at 31 December 2009, the amount owed to Member States for troops/formed police units and contingent-owned equipment had been $775 million, compared to $429 million at the beginning of the year. An increase in new obligations was projected, mainly in the light of increased military and police deployment in the African Union-United Nations Hybrid Operation in Darfur (UNAMID) and the United Nations Stabilization Mission in Haiti (MINUSTAH). The increases would be partially offset by reductions in the deployed military strength of the United Nations Interim Force in Lebanon (UNIFIL) and the United Nations Mission in Liberia (UNMIL).

13. It was projected that by the end of 2010 the debt to Member States would decrease to $525 million, taking into account projected new obligations of $2.1 billion and projected payments of just under $2.4 billion. As at 30 April 2010, the amount owed had been $750 million, of which about 60 per cent had been owed to 10 Member States. Payments for troops and formed police units were current as of February 2010 for all active missions except MINURSO, because of insufficient cash in the special account for that mission. Payments for contingent-owned equipment were current as of December 2009 for all active missions except MINURSO and the United Nations Interim Administration Mission in Kosovo (UNMIK) due to insufficient cash levels.

14. Projected payments for 2010 also depended on the timely finalization of memorandums of understanding: at the end of April 2010, 85 out of 380 memorandums of understanding for peacekeeping operations had yet to be finalized. The actual level of payments would naturally depend on Member States' meeting their financial obligations to the United Nations.

15. The financial position of the International Criminal Tribunal for Rwanda and the International Tribunal for the Former Yugoslavia had worsened in 2009, with outstanding assessments for both Tribunals increasing from $26 million at the end of 2008 to $37 million at the end of 2009. However, a payment of $15.5 million had been received after the end of 2009 and before assessments for the Tribunals had been issued for 2010. As more than 81 per cent of the outstanding amount was owed by two Member States, a great deal would depend on their future actions. By the end of 2009, 105 Member States had paid their assessed contributions for both Tribunals in full, matching the level at the end of 2008, and she urged the remaining Member States to follow their example. The situation had improved in 2010, as 12 more Member States had paid their assessed contributions to both Tribunals in full by 30 April 2010 than by the same date a year earlier. Unpaid assessments as at 30 April 2010 had amounted to $86 million, which was lower than the $158 million outstanding as at 30 April 2009. On the basis of current projections, the Tribunals should end 2010 with positive cash balances. Once

again, however, the final outcome would depend on Member States' continuing to honour their financial obligations to the Tribunals.

16. Since the approval of the $1.9-billion capital master plan budget in December 2006, 12 Member States had chosen to make a one-time payment, while 180 Member States had opted for the multi-year payment plan. As at 30 April 2010, 186 Member States had made payments totalling $1.4 billion, with $117 million still outstanding. A number of Member States that had not opted for one-time payment had nevertheless made advance payments totalling $59 million.

17. The General Assembly had also approved the establishment of a working capital reserve of $45 million, to be funded by advances from Member States and apportioned at the rates of assessment for 2007. As at 30 April 2010, 174 Member States had made payments for the working capital reserve, which had totalled $44.9 million. As at that date, 88 Member States had fully paid their capital master plan assessments, 98 Member States had made partial payments and 6 had not yet made any payments.

18. In conclusion, she paid a special tribute to the Member States that had paid in full all assessments due and payable as at 30 April 2010 for the regular budget, peacekeeping operations, the international tribunals and the capital master plan. Since that date, two more States had paid all their assessments in full. There had been signs of progress in the Organization's financial position between 2008 and 2009, and total outstanding contributions as at 30 April 2010 were $1 billion lower than they had been on 30 April 2009. However, a few countries continued to account for most of the amounts still outstanding.

19. With regard to the level of debt to Member States, she was pleased to report that, in the first four months of 2010, $800 million had been disbursed to Member States. While that situation was heartening, cash shortages continued to affect a number of peacekeeping missions. Cross-borrowing from the accounts of closed missions had been required in 2009 for MINURSO, UNOCI, UNOMIG and UNMIT.

20. The Organization's financial health depended, as always, on Member States' meeting their financial obligations in full and on time. In order to help them to do so, the Secretariat had launched an online status-of-contributions portal (https://soc.un.org). The General Assembly, in December 1975, had decided that the Secretary-General should provide Member States, on a biannual basis, with information on the amounts assessed, paid and owed to the regular budget and on continuing operations for which there was a special assessment. Such reports had been issued semi-annually between 1976 and 1986, quarterly in 1987 and 1988, and monthly from 1989 onward.

21. With the increase in the number of funds covered by assessed contributions and in the Organization's membership, the standard report had grown from under 20 pages per quarter in 1976 to more than 200 pages per month currently. The online portal was intended to reduce costs and to ensure that Member States received more timely, comprehensive and useful information. The information would be updated on a daily basis and would be available at various levels of aggregation; it could be viewed as a whole or broken down by fund or by Member State. The portal would enable each Member State to obtain detailed information on its own assessments, payments, credits and overpayments. Such information was accessible only to the Member State concerned.

22. **The Chairman** said that the statement by the Under-Secretary-General would be issued as an addendum to the report of the Secretary-General on improving the financial situation of the United Nations (A/64/497/Add.1).

Agenda item 146: Administrative and budgetary aspects of the financing of the United Nations peacekeeping operations (*continued*)
(A/64/326 (Part II), A/64/633, A/64/643, A/64/660 and A/64/669; A/C.5/64/17)

23. **Mr. Yamazaki** (Controller), introducing the Secretary-General's report on the overview of the financing of the United Nations peacekeeping operations (A/64/643), said that it provided consolidated information on budget performance for the period from 1 July 2008 to 30 June 2009 and on the proposed level of resources for the period from 1 July 2010 to 30 June 2011, including examples of efficiency gains and management initiatives in field missions. It also provided updated information on budget formulation and presentation, logistical support, training and conduct and discipline (chap. III), the status of the Peacekeeping Reserve Fund (chap. V), liabilities to troop-contributing and formed police-

contributing countries (chap. VI) and death and disability compensation (chap. VII).

24. The total approved budget for the 2008/09 period had amounted to $7.3 billion, including sums for the United Nations Logistics Base at Brindisi and the support account for peacekeeping operations. The related expenditure had amounted to $7.1 billion, resulting in an overall unencumbered balance of $0.2 billion and an overall budget implementation rate of 97.2 per cent, compared to 92.7 per cent for the prior financial period (2007/08). Budget implementation rates had improved for 10 operations (the United Nations Mission in the Central African Republic and Chad (MINURCAT), MINUSTAH, the United Nations Organization Mission in the Democratic Republic of the Congo (MONUC), UNAMID, UNIFIL, UNMIL, the United Nations Mission in the Sudan (UNMIS), UNMIT, UNOCI and UNOMIG), while they had decreased for 3 missions (the United Nations Peacekeeping Force in Cyprus (UNFICYP), the United Nations Mission in Ethiopia and Eritrea (UNMEE) and UNMIK) and for the Logistics Base and the support account. The main factors affecting budget performance in the 2008/09 period were summarized, by mission, in chapter II of the report.

25. The total peacekeeping budget level for the 2010/11 period, inclusive of the Logistics Base and the support account, was $8.4 billion, compared with the total approved budget of $7.9 billion for the 2009/10 period, representing an increase of $0.5 billion, or 6.4 per cent, primarily attributable to increased deployments in UNAMID and MONUC. The report reflected preliminary 2010/11 estimates for MINURCAT, MINUSTAH, the Logistics Base and the support account. Following the devastating earthquake in Haiti on 12 January 2010, the proposed budget for MINUSTAH had been put on hold and an anticipated order of magnitude had been provided in the report pending the determination of revised requirements for the Mission. Resource estimates for the Logistics Base and the support account reflected the initial level of proposals, pending review.

26. The note by the Secretary-General on proposed budgetary levels for peacekeeping operations for the period from 1 July 2010 to 30 June 2011 (A/C.5/64/17) covered the Logistics Base and all peacekeeping operations except MINURCAT and MINUSTAH; it also included the support account, which reflected enterprise resource planning requirements, pursuant to General Assembly resolution 64/243, in the amount of $57 million for the 2010/11 period. The proposed commitment authority levels for MINURCAT and MINUSTAH for the period from 1 July to 31 December 2010 would be submitted to the General Assembly at the second part of its resumed sixty-fourth session, and the budget estimates for 2010/11 would be submitted to the Assembly at its sixty-fifth session.

27. The format of the budget presentations for 2010/11 had been refined so as to facilitate their review by legislative committees. A pilot project aimed at improving the presentation of the results-based budgeting frameworks for the support component of field missions had been introduced for MONUC, UNIFIL and UNMIL, with a view to its possible extension to all missions in future budget reports. In addition, the introductory section of each results-based budgeting component included a brief outline summarizing the staffing changes for the component, the context and challenges of the mission and significant structural changes.

28. A standardized terminology for proposed changes in human resources (annex II) had been adopted for use in all budget reports. A number of steps had been taken to improve cost estimates, including a thorough review of vacancy factors for all personnel categories, the use of World Bank exchange rate forecasts in estimating national staff salary costs and the use of mission-specific average actual fuel prices in estimating fuel requirements.

29. Pursuant to General Assembly resolution 63/250, new contractual arrangements for international civilian staff in all peacekeeping missions had come into effect as from 1 July 2009. Estimated international staff costs for 2010/11 had been based on the January 2010 base salary scales (ST/IC/2010/4) and mission-specific post adjustment multipliers. For the calculation of common staff costs for 2010/11, the 2009/10 ratio had been applied to the salaries (including post adjustment) calculated for each mission.

30. Efficiency gains expected from improvements to logistical, administrative and security support for missions were estimated at some $23.7 million and had been identified for all missions in the 2010/11 budget proposals. The overview report included examples of the efficiency gains included in the 2010/11 budget reports (table 5), examples of initiatives to be

implemented in 2010/11 (table 6), proposed 2010/11 requirements by mission (table 7) and information on the main factors behind variances in resource requirements (table 8). The action to be taken by the General Assembly was set out in chapter VIII of the report.

31. **Ms. Malcorra** (Under-Secretary-General for Field Support), introducing the Secretary-General's report on the global field support strategy (A/64/633), recalled that informal consultations on the subject with the Member States had been in progress for more than a year. The strategy was intended to speed up service delivery in order to support missions' implementation of Security Council mandates, to improve the quality of those services and to make more cost-effective use of resources.

32. The strategy consisted of an integrated set of mutually dependent and mutually reinforcing components designed to reconcile often contradictory demands, such as the demand for higher quality at lower cost. Four key considerations had influenced the strategy: the need to improve the safety and security of personnel, the need to strengthen accountability for and stewardship of the resources provided by Member States, the lessons learned from recent experiences of collaboration with regional organizations as peacekeeping partners and the need to consider missions' impact on the environment and on local societies so as to foster better utilization of local resources.

33. The strategy had four core components: the establishment of deployment modules to improve the speed, quality and predictability with which the military, police and civilian components of field missions were deployed; the creation of global and regional service centres; the modification of mission financing arrangements to expedite the timely deployment of material and human resources; and the implementation of a human resources management framework to plan for, attract and retain qualified staff.

34. Improving the quality of services involved enhancing support processes and improving the skills of support staff. Those goals would be pursued through the establishment of service centres, located at family duty stations in order to attract and retain more qualified staff in safer environments. The proposal to establish a global service centre was fundamental to efforts to accelerate mission deployment and redeployment through a modular support approach. The regional service centre would reduce mission footprints by consolidating staff performing repetitive activities, such as processing staff entitlements or recording transactions, that did not have an immediate impact on mission operations and did not need to be carried out in situ. There were more than 1,500 international posts dedicated to such tasks across all missions. The global service centre would do the same for support functions with a global reach. No organizational structures were being changed, no lines of authority were being modified, and the chain of command remained unaffected. No activity currently performed at Headquarters and requiring interaction with Member States would be altered. Moreover, the strategy would be aligned with the enterprise resource planning system (Umoja).

35. Since the various elements of the strategy could not be implemented successfully unless the appropriate level of funding was available at the right time, the financial framework was one of the strategy's four core components. It aimed to achieve faster budget preparation through the use of budget templates, for which a standard costing methodology reviewed and approved by the Member States would be developed. It would also maximize opportunities to set up or expand missions by enhancing the use of the existing Peacekeeping Reserve Fund and a modified replenishment mechanism for the strategic deployment stocks.

36. The strategy represented a new, global model for the delivery of support services to more than 30 field missions around the world. The many elements still to be designed, such as predefined modules and service packages for military and police deployment, would benefit from direct input from the Member States, which would receive regular reports on implementation, including resource implications and outcomes. The Department of Field Support had paid special attention to the development of a methodology for overseeing every aspect of implementation and incorporating the recommendations of oversight bodies.

37. **Ms. Pollard** (Assistant Secretary-General for Human Resources Management), introducing the Secretary-General's report on special measures for protection from sexual exploitation and sexual abuse (A/64/669), said that it presented data collected by the Office of Human Resources Management on

allegations of sexual exploitation and sexual abuse within the United Nations system for the period from January to December 2009.

38. The total number of allegations of sexual exploitation and sexual abuse reported in 2009 was 154, compared with 111 allegations reported in 2008. The number of allegations relating to peacekeeping personnel for the same period had increased from 83 in 2008 to 112 in 2009. Those increases were due in part to improvements in reporting mechanisms, investigative procedures and community outreach.

39. Despite the increase in allegations in 2009, strong preventive measures in field missions, such as increased training and awareness-raising, had contained the occurrence of such incidents. The issue would continue to demand sustained and comprehensive attention, addressing prevention, prompt investigation, enforcement of disciplinary action and assistance to victims of sexual exploitation and abuse.

40. The report also described the work of the Task Force on Protection from Sexual Exploitation and Abuse and the Department of Field Support Conduct and Discipline Unit and Teams during the reporting period. Finally, in the report, the Secretary-General emphasized his continued commitment to preventing the perpetration of acts of sexual exploitation and abuse by United Nations staff and related personnel. In that regard, the Secretary-General welcomed the adoption of General Assembly resolution 64/110 on criminal accountability of United Nations officials and experts on mission as an additional and powerful tool to prevent the perpetration of such acts.

41. **Mr. Kelapile** (Vice-Chairman of the Advisory Committee on Administrative and Budgetary Questions), introducing the Advisory Committee's report on cross-cutting issues related to peacekeeping operations, including the proposed global field support strategy (A/64/660), said that the Advisory Committee welcomed the more timely submission of reports of the Secretary-General on the financing of peacekeeping missions as a result of cooperation between departments.

42. For a variety of reasons, the General Assembly had not adopted a resolution on cross-cutting issues related to peacekeeping operations for the previous two years. As a result, some of the recommendations made by the Advisory Committee in its last two reports on such issues (A/62/781 and A/63/746) had not been addressed. Accordingly, the current report should be read in conjunction with those reports.

43. In the Advisory Committee's view, one of the factors hindering a holistic understanding of all the elements of peacekeeping budgets was the Secretariat's failure, in most cases, to present a picture of progress in the many multi-year projects and management initiatives relating to or affecting peacekeeping, such as the new system of administration of justice, the talent management system and other human resources and management initiatives. The next overview report should provide a progress report on multi-year projects, initiatives and reforms relating to peacekeeping, including time frames for completion, financial implications, expenditures and efficiency gains expected.

44. A number of peacekeeping operations were at some stage of drawdown or transition to peacebuilding. Accordingly, many of the resource proposals for 2010/11 reflected a focus on strengthening the rule of law and supporting disarmament, demobilization and reintegration, mine action and security sector reform. The re-profiling of resources as a result of that transition should be analysed and lessons learned should be documented.

45. The Advisory Committee welcomed efforts to refine the presentation of peacekeeping budgets. However, planning assumptions should be further developed so as to present overall resource requirements and programmatic elements more clearly and describe not only planned initiatives but also their linkage to current operational requirements. In general, the presentation in the proposed budgets was too heavily oriented towards information on objects of expenditure rather than a clear description of the activities envisaged and the resources required to undertake them.

46. A number of what could be considered backstopping functions had been transferred, or were proposed for transfer, from Headquarters to the Logistics Base and had consequently been moved, or were due to be moved, from the budget of the support account for peacekeeping operations to the budget of the Logistics Base. The Advisory Committee was concerned that the current manner of presenting those requirements could make it difficult for the General Assembly to get an overview of the totality of

resources dedicated to a particular function or business process. Accordingly, the Secretary-General should consider presenting a consolidated resource request for those support functions performed outside the missions.

47. With regard to military and police personnel issues, the Advisory Committee noted the proposals on ways to reduce the cost of troop rotation, including the use of a jetliner on long-term charter for that purpose in Central and East Africa and the use of commercial flights rather than charter flights. It encouraged the Secretary-General to continue seeking ways to facilitate troop rotation and to reduce costs while maintaining a high level of service to troop- and police-contributing countries.

48. With regard to civilian personnel issues, the Advisory Committee continued to be concerned at the persistent high vacancy and turnover rates experienced by the missions, which could put the implementation of mandates at risk. Furthermore, vacancies at senior levels could have repercussions in areas such as the proper delegation of authority and oversight. Measures should be taken to support a minimum period of assignment, and the practice of allowing staff who had recently arrived at a mission to be recruited by other missions should be curtailed.

49. The Advisory Committee expected that the establishment of occupational rosters would begin to show results in terms of a significant lowering of vacancy rates. It recommended that the Secretary-General should undertake an initial assessment of the impact of the rosters and other reforms on staff recruitment and retention. That assessment should be provided to the General Assembly for consideration at its sixty-fifth session, and should contain an interim analysis of the financial implications of the reforms. As the Advisory Committee continued to believe that the designation of duty stations as family or non-family should be based on the security situation on the ground, as well as other pertinent objective factors, it recommended that the Secretary-General should submit proposals in that regard to the General Assembly at its sixty-fifth session.

50. With regard to operational requirements, the Advisory Committee noted that a number of measures were being proposed in response to the sharp increase in aircraft rental costs as a result of higher market prices. The Advisory Committee reiterated its request for a comprehensive report on air operations, taking into account the elements set out in paragraphs 45 to 50 of its previous report on cross-cutting issues (A/63/746) and including an analysis of the experience gained with the proposed regional approach to the management of air assets.

51. The Advisory Committee expected that an assessment would be made of the efficiency and effectiveness of the turnkey arrangements for the supply of rations and fuel to a number of missions. Those arrangements decreased operational and financial risk, reduced requirements for in-house capability and increased flexibility to scale support up or down. The assessment should be provided to the General Assembly in a future overview report.

52. Regarding the global field support strategy, he said that the Advisory Committee appreciated the efforts made to develop a broad concept to improve service delivery to field missions. The general direction of the measures under the strategy responded to the General Assembly's calls to intensify inter-mission cooperation and develop a regional approach to service delivery.

53. The proposed strategy comprised a range of mutually supportive proposals, of which some were interrelated and others could be further developed independently. The Advisory Committee's recommendations were grouped into three main clusters. The first cluster, concerning strengthened resource management frameworks, covered the Secretary-General's proposals on a standardized funding model and on modified arrangements for commitment authority and withdrawal of strategic deployment stocks. The Advisory Committee regarded the budgetary procedure based on the standardized funding model as a positive step. However, with regard to the modified arrangements for commitment authority, the Advisory Committee did not recommend a change to the existing procedure at the current stage. Since the proposed arrangements for drawing on strategic deployment stocks could result in delays in the replenishment of the stocks, the Advisory Committee recommended that the Secretary-General should be authorized to draw upon the stocks up to an amount of $50 million and that they should be replenished only when the initial appropriation was received, rather than from the commitment authority. The Secretary-General would thus be able to draw

upon $50 million from the Peacekeeping Reserve Fund and $50 million from the strategic deployment stocks.

54. The second cluster, regarding the new global service delivery model, covered proposals on the establishment of predefined modules and service packages, the establishment of a global service centre at the United Nations Logistics Base and the establishment of regional service centres. The Advisory Committee saw merit in the proposed predefined modules and service packages and recommended that the General Assembly should request the Secretary-General to develop them further, bearing in mind the need to involve experts from troop- and police-contributing countries, to optimize the management of strategic deployment stocks and to analyse the cost-effectiveness of the services provided through modularized service packages. The integrity of the procurement process should be preserved and procurement opportunities for vendors in developing countries and countries with economies in transition, as well as local and small vendors, should continue to be promoted.

55. With regard to the establishment of a global service centre, the Secretary-General should be requested to further develop the concept and to submit a specific proposal setting out the functions and resources to be transferred, analysing how the services provided would be enhanced and providing a cost-benefit analysis and budgetary implications. With regard to the establishment of a regional service centre at Entebbe, the Advisory Committee had commented on the criteria used for the selection of that location as the first such centre, its scalability, its designation as a family duty station, the cost-benefit analysis, the funding mechanism for the centre, and the governance, management and reporting arrangements. It had also commented extensively on the individual functions proposed to be undertaken at Entebbe.

56. Concerning the proposal to deliver civilian predeployment training at the Entebbe regional service centre for the staff of the missions in the region, the Advisory Committee agreed that convening training courses closer to field missions would improve their cost-effectiveness. Based on the preliminary cost-benefit analysis provided, the Secretary-General should be encouraged to pursue that approach. With regard to the information and communications technology (ICT) initiatives in network standardization and data consolidation, disaster recovery and business continuity, offshore software development and regional shared resource management, the Advisory Committee saw merit in the consolidation and optimization of ICT systems, services and infrastructure. Such measures should be implemented in consultation with the Chief Information Technology Officer, and information on their results should be incorporated into the findings of the ongoing structural review of Organization-wide ICT capacities.

57. With regard to the establishment of the Transportation and Movements Integrated Control Centre, currently at a preliminary stage of development, the Advisory Committee noted the expectation that the Control Centre would generate significant savings. The Secretary-General should be requested to further develop the concept in consultation with relevant clients and to further clarify its functions, staffing, resource requirements and coordination and management arrangements. The Secretary-General should also pursue any other measures related to the optimization of air operations and shared use of aircraft.

58. With regard to the back-office functions currently performed in field missions but proposed for transfer to Entebbe along with the appropriate staff, the Advisory Committee had consistently advocated greater cooperation among missions in the same region. It recommended that the Secretary-General should be authorized to proceed progressively, starting with one or two functions in order to gain experience with the provision of common services on a multi-mission basis. He should evaluate progress, review assumptions, make adjustments and refine working procedures on the basis of lessons learned, and report to the General Assembly after one year.

59. In connection with the third cluster, regarding the integrated human resources management framework, observations and recommendations would be made in the context of the Secretary-General's report on human resources management, due for consideration by the General Assembly at its sixty-fifth session.

60. As the global field support strategy was a major initiative that would have a significant impact on organizational structures, lines of accountability, working methods, processes and procedures, the Advisory Committee recommended that, should the General Assembly approve the proposals, the

Secretary-General should be requested to submit an annual progress report.

61. **Ms. Ahlenius** (Under-Secretary-General for Internal Oversight Services), introducing the report of the Office of Internal Oversight Services (OIOS) on peacekeeping operations for the period from 1 January to 31 December 2009 (A/64/326 (Part II)), said that the report presented selected findings from the 214 oversight reports on peace operations prepared during the reporting period. Oversight results continued to be classified into seven risk categories: strategy, governance, compliance, financial, operational, human resources and information.

62. The report highlighted deficiencies in internal controls in a range of areas that exposed the Organization to unnecessary risk. Lack of compliance with standard operating procedures, poor planning and inadequate management were just a few of the deficiencies identified.

63. While adherence to a formal internal control framework was necessary, it would not remedy all operational weaknesses. Some of the Office's negative findings were in areas where controls were in place but had been breached as a result of factors such as staff's lack of familiarity with policies, rules and procedures, improper training or poor management oversight. High vacancy and turnover rates in the field also exacerbated operational challenges in mission environments. Nevertheless, management must assume ownership of its responsibility for effective controls.

64. Accordingly, the time had come to expand the Secretary-General's compacts with senior managers to include a section where managers pronounced themselves as to the effectiveness and adequacy of internal controls for resources under their supervision. Such a declaration from management would provide an impetus for strengthening internal controls and accountability in the Organization.

65. **Mr. Al-Shahari** (Yemen), speaking on behalf of the Group of 77 and China, said that the Group attached great importance to policy matters that were of a cross-cutting nature and related to the administrative and budgetary aspects of the financing of peacekeeping operations. In that connection, the Group reaffirmed that the Fifth Committee was the appropriate Main Committee of the General Assembly entrusted with responsibilities for administrative and budgetary matters, including those related to peacekeeping operations.

66. While each peacekeeping mission was unique, resolutions on cross-cutting issues could serve as an important policy tool, providing the Department of Peacekeeping Operations and the Department of Field Support with comprehensive guidance on issues that were common to all operations. Given that all peacekeeping missions must be provided with the resources they required to fulfil their mandates, the delays in providing resources to some missions, particularly those in Africa, were a matter of concern.

67. The Group supported the objectives of expediting and improving support services for peacekeeping missions by enhancing the quality and timeliness of delivery of goods and services, strengthening resource stewardship and accountability, improving the safety and living conditions of staff and fully utilizing local and regional investments and capacities, including local procurement.

68. It was important to expedite reimbursements to troop-contributing countries, which were being forced to bear additional burdens because some Member States had not paid their assessments on time. There was a need for sustained and intensified dialogue among Headquarters, peacekeeping missions and the principal stakeholders, in particular troop- and police-contributing countries, on means of enhancing the effectiveness of peacekeeping missions.

69. The resources provided to peacekeeping missions should be utilized in an effective manner: items held in storage by the Organization should not be allowed to go to waste, deteriorate or become obsolete.

70. The Group unreservedly supported a zero-tolerance policy on sexual exploitation and abuse. Training, awareness-raising, development activities and quick-impact projects could help prevent such exploitation and abuse. On the other hand, it was important to prevent unsubstantiated allegations of misconduct from damaging the credibility of peacekeeping operations and troop-contributing countries.

71. *Mr. Sene (Senegal), Vice-Chairman, took the Chair.*

72. **Mr. Yáñez-Barnuevo** (Spain), speaking on behalf of the European Union; the candidate countries Croatia, the former Yugoslav Republic of Macedonia

and Turkey; the stabilization and association process countries Albania, Bosnia and Herzegovina, Montenegro and Serbia; and, in addition, Armenia, Georgia, the Republic of Moldova and Ukraine, said that peacekeeping operations had reached unprecedented size and scope in recent years. In addition, several large missions were in the drawdown stage or being transformed into peacebuilding operations. Those circumstances placed considerable pressure on the Secretariat and Member States to develop a new approach to the evolving challenges facing peacekeeping operations.

73. He commended the Under-Secretary-General for Field Support for her personal engagement in developing the proposed global field support strategy and for her efforts to involve Member States in that process, inter alia through the conduct of informal briefings for the Fifth Committee. That experience should serve as a model for engagement with Member States in future policymaking processes. However, further consultations were required prior to the strategy's implementation.

74. While the European Union agreed with the aims of the proposed strategy as set out in the Secretary-General's report (A/64/633), it nonetheless would welcome greater clarity in some of the proposals, in particular with regard to the functions that were to be transferred to the proposed regional service centre, in addition to a more detailed cost-benefit analysis. It was also important to ensure that various aspects of the new strategy were in line with recent General Assembly decisions, in particular those concerning human resources management.

75. The European Union would seek assurances from the Secretariat that the strategy would yield real savings and improve the effectiveness of field support activities. Mechanisms that would allow Member States to hold the Secretary-General accountable in that regard must also be established.

76. Cognizant of the benefits that could be reaped from close cooperation among peacekeeping missions, the European Union was committed to reaching agreement on a resolution on cross-cutting issues, as a means of enhancing the efficiency and effectiveness of peacekeeping operations.

77. **Ms. Pakarati** (Chile), speaking on behalf of the Rio Group, said that cross-cutting issues related to peacekeeping operations were of great interest to the Group because several of its members were troop- and police-contributing countries. The main priorities for the Group were reimbursements to troop-contributing countries, living conditions of troops and death and disability compensation. In that connection, she recalled that the Secretariat had an obligation to settle all death and disability claims as soon as possible, in accordance with General Assembly resolution 61/276. She therefore welcomed the submission of updated information on reimbursements made and amounts owed, as well as on death and disability compensation.

78. She welcomed the transparency with which the proposed global field support strategy had been developed. There was a need to improve recruitment efficiency, open up new opportunities for developing-country vendors, ensure the best possible living conditions for field personnel and reduce mission vacancy rates.

79. The Rio Group strongly condemned all acts of sexual exploitation, sexual abuse and related crimes, and was committed to the zero-tolerance policy and to the initiatives being taken to prevent such acts, as outlined in the Secretary-General's report (A/64/669). Unsubstantiated accusations against United Nations personnel were a matter of concern, as they harmed the credibility of peacekeeping operations, and the Group stressed the importance of providing redress to those involved.

80. **Mr. Coffi** (Côte d'Ivoire), speaking on behalf of the Group of African States, said that the Group attached great importance to cross-cutting issues related to peacekeeping operations. Each peacekeeping mission was unique in terms of its mandate and operational environment. It was therefore important to make a distinction between issues that were truly cross-cutting and those that were mission-specific.

81. Recalling the valuable contribution made by police- and troop-contributing countries to the maintenance of international peace and security, he reiterated the Group's position that all peacekeeping operations should be given the resources they needed to fulfil their mandates effectively. Lastly, he recalled that the General Assembly had already acknowledged that the use of the logistics hub in Entebbe had been cost-effective and had resulted in savings, while helping to enhance the efficiency and responsiveness of peacekeeping operations.

82. **Mr. Lafortune** (Canada), speaking also on behalf of Australia and New Zealand, said that the growing size and complexity of peacekeeping operations made it more urgent than ever for Member States to pay their assessed contributions in full and on time. Adopting a cross-cutting resolution would help the Organization to increase the efficiency and effectiveness of peacekeeping operations, pursue targeted management reforms and address key thematic issues. Member States should not pass up the opportunity to adopt such a resolution. The related discussions should address all issues related to operational expenditures that were common to peacekeeping operations, including fuel and rations management and air operations, with a view to optimizing cost-effectiveness.

83. With regard to sexual exploitation and abuse, the three delegations agreed with the Advisory Committee's assessment that the Secretary-General's report (A/64/669) should have provided a more in-depth analysis of data and trends. Of particular concern was the fact that the percentage of cases involving minors had risen. That situation highlighted the vital role played by the Conduct and Discipline Teams and the need to allocate sufficient resources for enforcing conduct and discipline rules.

84. Addressing those issues in mission-specific budgets was challenging. It was therefore necessary to adopt a cross-cutting resolution that addressed key issues, including the budget process, recruitment, conduct and discipline, inter-mission cooperation, improvements to business processes and the proposed global field support strategy.

85. The global field support strategy responded to the need for a comprehensive review of the financing and support structures of the Organization's increasingly complex peacekeeping missions. Australia, Canada and New Zealand supported the strategy's core objectives, including improving the safety and living conditions of staff, strengthening accountability for resource management and achieving greater efficiency and economies of scale.

86. Although the three delegations appreciated the Secretariat's aim of achieving those objectives while respecting the principle of maintaining separate financial arrangements for each mission, many elements of the proposed strategy required further discussion. The service centre approach had the potential to provide common services in a cost-effective manner and address safety and security challenges in high-risk environments. However, clarifications and assurances were needed on various aspects of those centres, including expected efficiency gains and economies of scale, the scalability of the proposed regional service centre in Entebbe and measurable undertakings that governance and management arrangements for the regional centre would promote effective decision-making.

87. The three delegations agreed that the use of predefined modules for goods and services should expedite the development of mission infrastructure. However, they also agreed with the Advisory Committee that the cost-effectiveness of the services provided through modularized service packages, including overheads for standby arrangements, required a more thorough analysis. Recalling that the Secretary-General's report did not specifically invite the General Assembly to take action with regard to modularization, he urged the Secretary-General to ensure the effective and efficient linking of goods and services.

88. Lastly, the three delegations reiterated their strong support for efforts aimed at improving the effectiveness of the Office of Military Affairs, as outlined in the Secretary-General's most recent report on the subject (A/64/572 and Corr.1). However, they sought clarification regarding the prioritization of the enhancements detailed in the report, specifically in relation to increased administrative support and the conversion of existing military officer positions to civilian positions.

89. **Mr. Gürber** (Switzerland), speaking also on behalf of Liechtenstein, said that the two delegations agreed with the Secretary-General that a change in the Organization's field support strategy was warranted. They fully supported the overall thrust of the proposed global field support strategy, which was to improve the speed, quality and safety of field support while reducing costs, but they had questions about how the Secretariat intended to achieve those aims. More details were needed on the proposed regional service centres, including the criteria for their establishment and their adaptability to future requirements. The Secretary-General should also explain why he needed greater flexibility in drawing upon the Peacekeeping Reserve Fund.

90. The two delegations wished to discuss the connections and dependencies among the different components of the strategy and the roles and responsibilities of the parties involved in its development and implementation. They would also seek assurances that the creation of new layers between Headquarters and missions would not result in duplication of effort or disputes over competence. The Committee's discussions should be confined to those aspects of the strategy that were clearly within its purview.

91. **Mr. Pankin** (Russian Federation) said that the overall budget performance of peacekeeping operations in 2008/09, with expenditure of $7.1 billion against an apportionment of $7.3 billion, was indicative of good budget planning and represented an improvement over the previous period's performance. His delegation welcomed the efforts of the interdepartmental and inter-mission working groups tasked with improving budget submissions, and would be grateful for further details on the results of their work.

92. Despite the liquidation of UNOMIG, the downsizing of UNMIL and the anticipated reduction in the scale of several other peacekeeping operations, the total proposed resource requirements for peacekeeping operations for the 2010/11 period amounted to $8.4 billion, an increase of 6.4 per cent in comparison with the apportionment for the 2009/10 period. His delegation would thoroughly scrutinize the justifications for that increase, particularly in respect of peacekeeping missions with no changes in their mandates, and would seek ways of reducing the proposed resource requirements without impairing missions' ability to fulfil their mandates.

93. His delegation supported the general aims of the proposed global field support strategy but had a number of concerns regarding the efficiency and cost of the proposed measures, and looked forward to discussing the new strategy in detail. As bureaucratic obstacles hindered the speedy payment of compensation for death and disability, the Committee should develop recommendations that would help rectify the situation.

94. With regard to administrative issues, his delegation intended to examine closely the management problems identified in the report of OIOS on peacekeeping operations (A/64/326 (Part II)) because those problems had an impact on the efficient operation of the Department of Field Support.

95. **Mr. Park** In-kook (Republic of Korea) said that the extraordinary growth in total resource requirements for peacekeeping operations and consistently low budget implementation rates were signs that the Secretary-General should implement stricter financial discipline and allocate resources more strategically.

96. His delegation had three main concerns regarding the financing of peacekeeping operations. First, budget formulation should be based on appropriate methodologies and assumptions. His delegation was concerned that the Secretariat had used World Bank exchange rate forecasts for 2011 to convert budgets expressed in local currencies to United States dollars. Reliance on such forecasts was unprecedented and inappropriate because, unlike other economic indicators, exchange rates were volatile and sometimes affected by factors other than supply and demand.

97. Second, according to the Secretary-General's overview report (A/64/643), a turnkey approach to the management of fuel operations had been implemented in several missions, thereby obliging vendors to absorb operational and maintenance costs. His delegation was of the view that tangible efficiency gains, such as reduced requirements for in-house capacity, must be demonstrated in order to justify the continued use of that approach.

98. Third, the high vacancy and turnover rates for international staff in 2009 might put the implementation of mission mandates at risk. His delegation encouraged the Secretariat to address that problem without delay, including through the establishment of a minimum period of assignment.

99. His delegation supported the proposed global field support strategy and agreed that the current commitment authority of $50 million might no longer be relevant in the context of large missions. However, some aspects of the proposed strategy required further clarification, including its impact on financial and human resources and on the governance structure of peacekeeping operations.

100. **Mr. Sial** (Pakistan), recalling that his country had contributed over 11,000 uniformed personnel to 13 United Nations peacekeeping operations, said that his delegation supported, in principle, the idea of an overview report on all operational and related aspects

of peacekeeping operations. Resolutions on cross-cutting issues in the area of peacekeeping should provide overall guidance on how improvements could be made through business process and other administrative measures; they should not be aimed at micromanaging peacekeeping operations.

101. Although his delegation appreciated the difficulty of reaching agreement on all cross-cutting issues, it was concerned that the Assembly had not taken action on the overview reports at its previous two sessions. In view of the Committee's full agenda, it would perhaps be more reasonable to consider the overview reports biennially. Certain issues, including death and disability compensation, should be considered under the relevant agenda items.

102. With regard to death and disability claims, his delegation supported the Secretariat's use of the most current edition of the American Medical Association Guide to Evaluation of Permanent Impairment as the authoritative reference for all disability cases related to uniformed personnel. However, it was concerned that the Secretary-General had not comprehensively addressed the issues raised by the General Assembly in its resolution 61/276. The amount payable for death claims had remained unchanged since 1990. Claims could take as long as three years to settle, instead of the three months called for by the Assembly.

103. He reiterated the need for a comprehensive review of death and disability compensation, the elimination of the existing backlog of claims, the simplification of procedures and the speedy processing of death and disability cases. All those who served in the United Nations should be eligible for death and disability compensation, except in cases of wilful neglect or self-inflicted injury.

104. The rates of reimbursement for personnel and contingent-owned equipment had also remained unchanged for too long. His delegation trusted that the Working Group on Contingent-Owned Equipment would address those concerns. The Secretariat should settle all outstanding reimbursement claims expeditiously.

105. Nationals of troop-contributing countries should be appointed to top managerial positions, both at Headquarters and in the field, in order to create a stronger link between those who directed peacekeeping operations and those who served in the field. Information on the steps taken by the Secretary-General to ensure proper representation of troop-contributing countries in the Department of Peacekeeping Operations and the Department of Field Support, pursuant to General Assembly resolution 63/287, should be included in future overview reports.

106. The proposed global field support strategy was an important initiative with laudable objectives, but its implementation required significant changes to current procedures for the approval of resources and the delivery of services. It would have been helpful if the Special Committee on Peacekeeping Operations had approved the concept, but in any event it had taken note of the Secretary-General's report and requested the Fifth Committee to take decisions on the administrative and budgetary aspects of the strategy.

107. Unfortunately, the report lacked the detailed information that the Committee required in order to take such decisions. For example, there was not enough information in support of the Secretary-General's request for authority to enter into commitments up to the available balance of the Peacekeeping Reserve Fund as well as the balance of the stores available from the strategic deployment stocks. He trusted that future reports on the subject would provide greater detail. His delegation would also appreciate further information on the level of equipment, goods and services that the Secretary-General proposed to acquire through the increased commitment authority.

108. His delegation saw merit in the Secretary-General's proposal to develop a standardized funding model for pre-approval by the General Assembly. The proposal should be sufficiently detailed to assure Member States that financial resources would be used efficiently and that internal controls would be in place.

109. His delegation supported the objective of improving service delivery to clients, in particular troop- and police-contributing countries. He requested further information on problems identified in existing models of service delivery and on the qualitative improvements and other advantages that the proposed strategy was expected to bring.

110. The operational functions currently performed at Headquarters were vital for ensuring effective operational control and accountability. The proposed service centres were not in a position to assume those functions. His delegation would therefore not support any change in the role of Headquarters in providing oversight and strategic guidance to field missions. The

Secretary-General should explain why operational functions should be moved away from Headquarters and set out the expected benefits and resource implications of such a move. Current operational arrangements must not be changed until all details of the new arrangement had been conveyed to Member States.

111. The Secretary-General's report did not provide sufficient information on the proposed re-profiling of the United Nations Logistics Base as the global service centre for field missions or on the amalgamation of tenant units into the operational functions of the Logistics Base. Those units' current reporting lines to Headquarters should be maintained for the sake of functional and operational efficiency.

112. His delegation welcomed the proposed establishment of a regional service centre at Entebbe inasmuch as such a centre could provide support in areas such as air operations. The designation of Entebbe as a family duty station would also facilitate the realization of the expected benefits of the regional service centre approach. The human resources component of the proposed strategy required further elaboration, particularly in view of the human resources management reforms that would be submitted to the General Assembly at its sixty-fifth session. The overall objectives of the creation of the Department of Field Support and the global field support strategy, and their linkage to the objectives of General Assembly resolution 61/279, should be clarified in future reports.

113. As troop- and police-contributing countries were the primary users of support services, the Secretariat should consult with them extensively as it further developed the concept of modularization and reprofiled the Logistics Base and the Entebbe logistics hub. While his delegation would welcome informal briefings in that regard, such briefings were not a substitute for formal consultative processes such as that of the Special Committee on Peacekeeping Operations.

114. **Mr. Melrose** (United States of America) said that the cross-cutting issues related to peacekeeping operations were integral to successful mission management and merited careful consideration. Although the General Assembly had unfortunately failed to adopt a cross-cutting resolution at its last two sessions, his delegation looked forward to working with other delegations in order to adopt such a resolution at the current session.

115. His delegation also looked forward to discussing the proposed global field support strategy. It supported the strategy's core objectives and would seek to reach an agreement with other Committee members that would lead to the successful launch of that initiative.

116. Many, if not all, of the thematic issues that the Committee had traditionally discussed under the current agenda item were also key elements of the proposed strategy. In that connection, he recalled that requirements for air operations in the 2010/11 period were expected to amount to over $1 billion. While significant efforts had been made in the past to reduce the cost of air operations, a regional approach to the management of such operations would not only yield savings but also ensure the safe and efficient movement of uniformed and civilian personnel.

117. With regard to sexual exploitation and abuse, he noted with regret that such heinous acts continued to occur despite the Organization's efforts to prevent sexual exploitation and abuse, enforce United Nations standards of conduct and address the needs of victims. His delegation recognized the important work being performed by the Conduct and Discipline Teams, OIOS and other United Nations personnel, both at Headquarters and in the field. The activities of the Conduct and Discipline Teams in particular were core responsibilities that should be carried out on a permanent basis.

118. In view of the proposed global field support strategy, which would significantly change the support structure for peacekeeping missions, it was imperative to continue strengthening internal controls and to address and correct deficiencies. His delegation was concerned about the breaches highlighted in the OIOS report (A/64/326 (Part II)) and urged the Secretariat to take corrective measures without delay.

119. His Government welcomed the Secretary-General's proposal for a unified regional ICT structure for four missions that were in close geographical proximity (UNIFIL, the United Nations Disengagement Observer Force (UNDOF), UNFICYP and the United Nations Truce Supervision Organization (UNTSO)), and called for further efforts to rationalize and consolidate ICT systems, services and infrastructure in the field.

Agenda item 155: Financing of the United Nations Stabilization Mission in Haiti (*continued*)
(A/C.5/64/L.36)

Draft resolution A/C.5/64/L.36: Financing arrangements for the United Nations Stabilization Mission in Haiti for the period from 1 July 2009 to 30 June 2010

120. *Draft resolution A/C.5/64/L.36 was adopted.*

121. **Ms. Pakarati** (Chile), speaking on behalf of the Rio Group, said that the Group appreciated the swift and unanimous adoption of the draft resolution. The additional resources approved were vital to the reconstruction and recovery efforts under way in Haiti. The Committee's unanimity also conveyed the international community's continuing support for the people and Government of Haiti.

122. She recalled that it was the Committee's understanding that the adoption of the draft resolution would not affect the timing of the consideration of the budget performance report for MINUSTAH.

The meeting rose at 1 p.m.